

Appendix A

Job Training Data

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This appendix provides a longitudinal overview of federally funded job training based on data compiled by the U.S. Department of Labor (USDOL). Summary data are given for historical expenditures on the four main federal job training programs that operated successively since the 1960s. In chronological order these programs are: Manpower Development Training Act (MDTA), Comprehensive Employment and Training Act (CETA), Job Training Partnership Act (JTPA), and Workforce Investment Act (WIA). Descriptive statistics on the demographic characteristics of participants in the later two programs are also provided. For these programs data was originally collected by systems for the JTPA Standardized Program Information Report (JTPA/SPIR) and the WIA Standardized Record Data (WIASRD). The JTPA/SPIR data spans program years (PYs) 1993 through 1999, and the WIASRD data provides an overview of job training activity during PY 2000 and 2001. The review of job training data is presented in five parts. The first briefly describes the data reporting system in place for the CETA program, and then summarizes the JTPA/SPIR and WIASRD data systems. The second presents a 40-year historical perspective on national funding levels for the four major federal job training programs. Part three delves deeper into the JTPA/SPIR data system, and tells the training story under JTPA for dislocated workers (Title III) and disadvantaged adults (Title II-A) from PYs 1993–1999. The fourth part of this appendix compares the JTPA/SPIR system to the WIA/WIASRD system. The final part presents the most recent training picture based on PY 2001 WIASRD data.

TRAINING PROGRAM DATA SYSTEMS

The Continuous Longitudinal Manpower Survey (CLMS) contains quarterly information for a randomly selected sample of persons who participated in CETA programs. CLMS data were compiled from CETA program records, interviews with participants, and Social Security earnings records. Participants were initially interviewed soon after CETA enrollment. Information was solicited about themselves, their families, their work experience during the previous year, and their recent level and sources of income—including whether income was received as public assistance. Up to three follow-up interviews were con-

ducted with each participant, with questions asked about experiences in job training, other CETA programs, any other services, recent employment, and their postprogram use of public assistance.

The CLMS data files include information about program eligibility and termination, participation in employment and training and other program activities, employment or unemployment spells, wage and job search information, and labor market entry and exit decisions. In an evaluation of CETA conducted by Westat Inc., a participant sample was drawn from the CLMS and a comparison group was selected from the Current Population Survey (CPS) using characteristics matching methods. Net program impacts were then estimated controlling for differences across the two groups in observable characteristics (gender, race, educational attainment, age, years of labor market experience). USDOL has archived the CLMS and other data gathered by Westat Inc. for the evaluation of CETA program activity during the years 1975–1980.

Following the passage of JTPA in 1982, the CLMS survey was replaced. The new system was called the Job Training Longitudinal Survey (JTLS), which later became known as the Job Training Quarterly Survey (JTQS). The JTQS provided a nationally representative sample of trainees from the different categories of the JTPA program participants. The JTQS collected information on participant characteristics, program participation, and program outcomes.

Beginning in PY 1993, USDOL departed from the sample survey methodologies found in JTQS and CLMS and began to keep individual records on all program participants and their outcomes in a new system called the JTPA/SPIR. It was the major reporting system that USDOL used to obtain information about the individuals served, services provided, and outcomes obtained under Title II-A (disadvantaged adults), Title II-C (disadvantaged youth), and Title III (dislocated workers) of JTPA.¹

The JTPA/SPIR includes one record for each person terminated from the program during the program year and the last quarter of the previous program year. In addition to individual level files, the participant data is aggregated to both the service delivery area (SDA) and state levels for each title of JTPA. The SPIR provides information about individuals across the categories of JTPA participants. The SPIR data is organized into five parts:

- 1) identification/characteristics of applicant,
- 2) characteristics of participant,
- 3) activity and service record,
- 4) program terminations and other outcomes, and
- 5) follow-up information.

WIASRD is the major reporting system that USDOL now uses to gather information about the individuals served, services provided, and outcomes attained under Title I-B of the Workforce Investment Act (WIA). The PY 2000 and 2001 WIASRD file contains information on individuals who exited the program during PY 2000 (July 1, 2000 – June 30, 2001) and PY 2001 (July 1, 2001 – June 30, 2002). It includes information on individuals served by local WIA funds, statewide WIA funds, or National Emergency Grants (NEGs). Individuals served only by some particular state-funded programs are not included. One record exists for each person leaving the program during a given PY. The data file is composed of following three sections:

- 1) individual information,
- 2) activity and services information record, and
- 3) program outcomes for adults, dislocated workers, older and younger youth.

FEDERAL JOB TRAINING EXPENDITURES IN HISTORICAL PERSPECTIVE

Table A.1 presents a summary of federal government expenditure on job training programs in the United States over the past 40 years. The expenditure figures are expressed in millions of dollars. The GDP figures are listed in billions of constant 1996 dollars. GDP is included in the summary to put the training expenditure into perspective. The unemployment rate is included as a benchmark for the condition of the labor market. It is noteworthy that the federal budget for training programs peaked in both real and money terms in 1979, a year when unemployment stood at the relatively modest level of 5.8 percent of the labor force.²

TRAINING UNDER THE JOB TRAINING PARTNERSHIP ACT (JTPA) PYs 1993–1999

Sample percentages for demographic characteristics of JTPA participants in Title II-A (disadvantaged adults) programs are reported in Table A.2 and values for Title III (dislocated workers) participants are reported in Table A.3. These tables are based on the SPIR data for program years 1993–1999. The tables show the shares of JTPA participants by gender and race, the type of training they received, the occupational categories of training, and the occupational categories of jobs they entered after leaving JTPA program participation. Also listed is the overall rate at which participants entered employment after leaving the program.

COMPARING JTPA AND WIA

JTPA and WIA both maintained data on program participation and service delivery through the JTPA/SPIR and WIASRD systems, respectively. Unfortunately, a direct comparison of most WIA data to JTPA data is not possible because the two systems track different performance measures, and the two programs were targeted to different groups.

WIA measures performance of all participants using administrative data while JTPA used sample surveys, with varying response rates, to track performance. JTPA focused heavily on the training of disadvantaged individuals, while WIA has offered universal accessibility of services, increased self-service, and an increased emphasis on work-first. While job training was at the heart of JTPA, under WIA it is not a real option for job-seekers in some states until after a period of self-directed job search. In general, participants and the services they receive are too different to permit direct comparison between the two programs.

The one case where a fair direct comparison of JTPA and WIA may be possible is for dislocated workers. Dislocated workers are defined identically under both JTPA and WIA. Table A.4 compares the JTPA/SPIR data from PY 1999 to the WIA/WIASRD data from PY 2000.³

A RECENT PICTURE OF TRAINING: WIASRD FOR PY 2001

Tables A.5 and A.6 summarize the basic demographic characteristics, types of training, occupation of training, reemployment rates, occupation of reemployment, and the credential rate for those who received training services for WIA adults and dislocated workers for PY 2001. In addition to showing job training participation rates, these tables also show rates of participation in WIA core only employment services, and combined core and intensive reemployment services.

SUMMARY

This appendix provides a brief description of the extent of federal job training funding over the past 40 years. It describes the characteristics of participants in job training for disadvantaged adults and dislocated workers under the previous Job Training Partnership Act and the current Workforce Investment Act. The summaries are based on USDOL data from SPIR and WIASRD. The tables in this appendix summarize the age, gender, and race of those who participated in training, the type of training services they received, and the degree of labor market success they enjoyed after program participation. This brief summary provides only a glimpse of the rich data maintained by USDOL

on federally funded employment training programs. Some investigations that more fully exploit the data's potential are summarized by chapter authors in this volume.

Notes

1. Information on the JTPA/SPIR system, as well as the WIA/WIASRD system, was obtained from the documentation and data compiled by SPR Associates and provided under contract to USDOL.
2. USDOL has CLMS micro-data for the years 1975–1980, SPIR micro-data from 1993–1999, and WIASRD micro data from 2000–2002 available for purchase through the Employment Research Data Center at the W.E. Upjohn Institute for Employment Research (www.upjohninstitute.org/erdc/index.htm). Unfortunately, micro training data before 1975 (pre-CLMS), and between 1981 and 1992 (JTQS) have been lost. The Employment Research Data Center adds new and archived data as they become available.
3. The exiter figures are raw counts inclusive of all states. All other categories are represented as percentages. Ethnicity figures do not add up to 100% due to the exclusion of Native Americans and Pacific Islanders from the analysis (<0.1% representation). Training figures are represented as a percentage of exiters.

Table A.1 Worker Training in a Historical Perspective

Publicly funded training program	Program year	ETA ^a full-time equivalent staffing (FTE)	Annual rate of growth		Training budget in current dollars (millions)	Training budget in constant 1996 dollars (millions)
			in real gross domestic product (%)	Unemployment rate (%)		
MDTA ^b	1963	—	4.4	5.7	70	302
MDTA	1964	—	5.8	5.2	130	554
MDTA	1965	—	6.4	4.5	396	1,685
MDTA	1966	—	6.5	3.8	399	1,637
MDTA	1967	—	2.5	3.8	390	1,550
MDTA	1968	—	4.8	3.6	398	1,526
MDTA	1969	—	3.1	3.5	407	1,494
MDTA	1970	2,725	0.2	4.9	1,451	5,055
MDTA	1971	4,283	3.4	5.9	1,516	5,021
MDTA	1972	4,052	5.3	5.6	1,682	5,314
MDTA/ CETA	1973	3,853	5.8	4.9	1,549	4,679
CETA	1974	3,520	-0.5	5.6	2,265	6,389
CETA	1975	3,432	-0.2	8.5	2,852	7,316
CETA	1976	3,240	5.3	7.7	2,916	6,977
CETA	1977	3,294	4.6	7.1	5,889	13,072
CETA	1978	3,831	5.6	6.1	3,440	7,150
CETA	1979	3,567	3.2	5.8	6,890	13,278
CETA	1980	3,185	-0.2	7.1	6,508	11,555
CETA	1981	3,247	2.5	7.6	7,245	11,734
CETA	1982	2,525	-1.9	9.7	3,023	4,583
CETA	1983	1,275	4.5	9.6	4,010	5,818
CETA/ JTPA	1984	1,251	7.2	7.5	6,546	9,155
JTPA	1985	1,158	4.1	7.2	3,774	5,112
JTPA	1986	1,815	3.5	7.0	3,337	4,449
JTPA	1987	1,811	3.4	6.2	3,685	4,754
JTPA	1988	1,762	4.1	5.5	3,805	4,751
JTPA	1989	1,852	3.5	5.3	3,831	4,605
JTPA	1990	1,753	1.9	5.6	3,983	4,615
JTPA	1991	1,755	-0.2	6.8	4,180	4,670

Publicly funded training program	Program year	ETA ^a full-time equivalent staffing (FTE)	Annual rate of growth		Unemployment rate (%)	Training budget in current dollars (millions)	Training budget in constant 1996 dollars (millions)
			in real gross domestic product (%)				
JTPA	1992	1,730	3.3		7.5	4,029	4,398
JTPA	1993	1,662	2.7		6.9	4,423	4,709
JTPA	1994	1,680	4.0		6.1	5,013	5,221
JTPA	1995	1,520	2.5		5.6	5,455	5,560
JTPA	1996	1,380	3.7		5.4	4,140	4,140
JTPA	1997	1,335	4.5		4.9	4,719	4,640
JTPA	1998	1,378	4.2		4.5	4,982	4,837
JTPA/WIA	1999	1,388	4.5		4.2	5,729	5,490
WIA	2000	1,371	3.7		4.0	5,436	5,133
WIA	2001	1,363	0.5		4.8	5,669	5,249
WIA	2002	1,384	2.2		5.8	5,797	5,261
WIA	2003	1,385	3.1		6.0	5,574	4,960

NOTE: — = data unavailable.

^a The Employment and Training Administration (ETA) of USDOL oversees federally funded training activities. Full-time equivalent (FTE) staffing is the total number of staff hours worked in a year divided by the hours in a usual full-time work week for one ETA staff person. FTE data are only available since 1970.

^b MDTA = The Manpower Development and Training Act of 1962.

Table A.2 JTPA Title II-A Disadvantaged Adult Terminee Data

	1993	1994	1995	1996	1997	1998	1999
Exiters	226,011	312,480	289,734	265,281	255,324	258,451	194,199
Gender (%)							
Male	36.1	34.0	32.7	32.1	32.0	32.6	34.6
Female	63.9	66.0	67.3	67.9	68.0	67.4	65.4
Ethnicity (%)							
White	52.4	51.5	48.0	45.6	44.4	42.1	42.2
Black	31.0	31.9	33.1	34.0	34.9	35.7	36.3
Hispanic	13.0	13.0	15.2	16.5	16.5	18.0	16.4
Asian	2.2	2.2	2.3	2.4	2.4	2.5	3.0
Training service received (%)							
Basic skills	21.1	23.0	22.7	21.7	19.4	19.0	16.2
Career counseling	29.2	27.7	24.1	22.6	22.4	22.4	20.9
Skills training	56.1	58.3	60.8	62.8	64.6	63.8	62.8
OJT	14.1	13.0	11.4	11.3	10.3	9.9	9.8
Skills training categories (%)							
Managerial	1.5	1.4	1.4	1.5	1.4	1.4	1.4
Technical	15.6	15.0	17.1	16.8	16.3	16.9	18.0
Sales	2.5	2.3	2.1	2.1	2.6	2.3	2.3
Clerical	29.1	30.5	30.2	31.3	30.3	29.5	29.4
Service	20.6	21.8	20.8	20.6	20.6	20.6	19.4
Agriculture	0.7	0.6	0.9	0.6	0.6	0.7	0.7
Production	30.1	28.3	27.5	27.2	28.3	28.5	28.9
Employment categories (%)							
Managerial	1.5	1.5	1.5	1.5	1.5	1.6	1.7
Technical	12.1	12.7	12.9	13.2	13.4	13.5	13.6
Sales	6.0	6.5	6.6	6.7	7.1	7.2	7.4
Clerical	22.2	22.5	23.6	23.1	22.3	22.1	22.2
Service	25.2	25.9	25.3	24.7	23.7	23.5	23.3
Agriculture	1.1	1.1	0.9	0.9	0.9	0.8	0.8
Production	31.9	29.8	29.2	30.0	31.1	32.1	31.1

	1993	1994	1995	1996	1997	1998	1999
Entered employment rate of skills-training terminees (%)							
Received training	63.8	64.5	66.0	68.1	72.0	71.9	67.9
All others	58.1	59.3	56.6	59.9	66.4	69.2	68.2

NOTE: The JTPA exiter figures are raw counts inclusive of all states. All other categories are represented as percentages. Ethnicity figures do not add up to 100% due to the exclusion of Native Americans and Pacific Islanders from the analysis (< 0.1% representation).

Table A.3 JTPA Title III Dislocated Workers Terminee Data

	1993	1994	1995	1996	1997	1998	1999
Exiters	164,826	241,433	328,883	371,893	346,445	314,536	247,638
Gender (%)							
Male	55.2	54.7	50.2	47.4	45.9	46.2	46.5
Female	44.8	45.3	49.8	52.6	54.1	53.8	53.5
Ethnicity (%)							
White	73.5	72.2	69.9	67.7	65.0	61.9	62.1
Black	15.1	15.8	17.3	18.1	18.8	18.5	18.7
Hispanic	8.0	8.3	9.1	10.4	11.9	15.0	13.6
Asian	2.7	3.0	2.9	3.0	3.2	3.5	4.4
Training service received (%)							
Basic skills	7.1	10.1	10.1	11	11.5	11.4	6.7
Career counseling	23.3	22.2	18.8	18.3	18.0	16.6	15.4
Skills training	43.2	43.6	44.8	47.9	50.1	51.4	52.7
OJT	6.1	5.9	5.0	4.3	4.2	4.1	4.2
Skills training categories (%)							
Managerial	3.6	4.2	4.4	4.2	4.0	3.6	3.4
Technical	24.7	25.9	25.4	26.2	25.0	25.5	29.6
Sales	2.9	2.6	3.0	2.6	2.6	2.3	2.0
Clerical	24.7	23.7	24.8	27.9	27.3	27.4	28.9
Service	8.2	9.1	8.7	9.2	9.2	8.8	7.8
Agriculture	1.4	1.1	1.2	1.4	1.8	2.1	1.2
Production	34.6	33.5	32.4	28.7	30.1	30.2	27.1
Employment categories (%)							
Managerial	4.4	5.1	5.7	5.7	5.7	5.2	5.3
Technical	16.9	18.9	18.9	19.7	20.1	20.8	22.4
Sales	6.9	6.7	7.5	7.5	7.1	7.1	6.9
Clerical	20.2	19.1	20.8	22.2	22.5	22.6	22.3
Service	9.6	9.8	9.7	10.2	10.3	10.1	9.6
Agriculture	1.1	1.2	0.9	1.0	1.0	0.9	0.8
Production	40.9	39.2	36.5	33.7	33.2	33.4	32.6

	1993	1994	1995	1996	1997	1998	1999
Entered employment rate (%)							
Received training	70.2	56.9	73.0	58.8	73.2	74.7	72.7

NOTE: The exiter figures are raw counts inclusive of all states. All other categories are represented as percentages. Ethnicity figures do not add up to 100% due to the exclusion of Native Americans and Pacific Islanders from the analysis (< 0.1% representation).

Table A.4 Comparing JTPA (FY 1999) and WIA (FY 2000) Participants in Dislocated Worker and Adult Programs

Exiters	SPIR data PY 1999	WIASRD data PY 2000
Dislocated workers	247,638	87,686
Gender (%)		
Male	46.5	45.0
Female	53.5	55.0
Ethnicity (%)		
White	62.1	63.4
Black	18.7	13.4
Hispanic	13.6	17.5
Asian	4.4	4.1
Training service received (%)		
Basic skills	6.7	5.0
OJT	4.2	8.0
Occupational	52.7	47.0
Adults	194,199	108,807
Gender (%)		
Male	34.6	38.2
Female	65.4	61.8
Ethnicity (%)		
White	42.2	44.5
Black	36.3	28.1
Hispanic	16.4	20.8
Asian	3.0	2.3
Training service received (%)		
Basic skills	16.2	4.0
OJT	9.8	11.0
Occupational	63.0	41.0

NOTE: The exiter figures are raw counts inclusive of all states. All other categories are represented as percentages. Ethnicity figures do not add up to 100% due to the exclusion of Native Americans and Pacific Islanders from the analysis (< 0.1% representation). Training figures are represented as a percentage of exiters.

Table A.5 PY 2001 WIA Adults

	All	Core only	Core & intensive	Training
Exiters	172,366	36,918	59,485	75,963
Age (%)				
Under 22	11.3	13.4	9.5	11.7
22–44	67.2	64.4	64.8	70.4
45–54	15.5	16.2	18.4	13.0
55 and over	6.0	6.1	7.3	5.0
Gender (%)				
Male	42.9	45.5	43.6	41.0
Female	57.1	54.5	56.4	59.0
Ethnicity (%)				
Hispanic	20.9	16.8	24.8	19.9
White	43.6	46.9	37.2	47.1
Black	29.8	31.1	31.7	27.7
Asian	2.9	1.9	3.6	2.8
Training type (%)				
Basic skills	5.9			5.9
OJT	12.1			12.1
Occupational	86.6			86.6
ITA established	24.8			54.8
Occupation of training (%)				
Managerial & professional				26.7
Service				20.7
Production				30.6
Sales				19.9
Farming & construction				0.3
Entered employment (%)				
Quarter after program exit	72.2	73.6	69.9	73.5
Employment occupation (%)				
Managerial & professional	19.3	16.3	14.3	23.6
Service occupations	25.2	23.5	27.2	24.8
Production occupations	27.7	28.8	25.2	28.7
Sales and clerical	27.3	30.9	32.6	22.4

(continued)

Table A.5 (continued)

	All	Core only	Core & intensive	Training
Farming & construction	0.5	0.5	0.7	0.5
Entered training related job	76.8			76.8
Training credential rate (%)				
Attained credential				70.2
High school				2.4
College degree				4.7
License or certificate				52.1
Other				11.1

NOTE: The "Core only" WIA exiter number is low because most WIA core participants are not registered in the WIASRD. Training counts are those exiters receiving core, intensive, and training services. All exit percentages include both program completers and dropouts from the WIA program.

Table A.6 PY 2001 WIA Dislocated Workers

	All	Core only	Core & intensive	Training
Exiters	129,969	17,777	46,000	66,192
Age (%)				
Under 22	2.2	2.5	2.0	2.2
22–44	57.7	55.9	54.4	60.5
45–54	28.7	28.9	30.3	27.5
55 and over	11.4	12.6	13.3	9.8
Gender (%)				
Male	50.1	51.2	48.7	50.8
Female	49.9	48.8	59.3	49.2
Ethnicity (%)				
Hispanic	16.6	12.8	21.2	14.3
White	63.0	67.9	58.7	64.6
Black	14.7	14.0	14.0	15.3
Asian	3.8	3.2	4.1	3.7
Training type (%)				
Basic skills				6.2
OJT				7.2
Occupational				91.2
ITA established				56.2
Occupation of training (%)				
Managerial & professional				37.1
Service				8.7
Production				31.2
Sales				22.6
Farming & construction				0.3
Entered employment (%)				
Quarter after program exit	79.6	80.2	79.0	79.8
Employment occupation (%)				
Managerial & professional	26.1	22.8	25.0	27.6
Service occupations	11.4	11.7	12.8	10.3
Production occupations	33.0	34.2	30.9	34.1
Sales and clerical	29.0	30.8	30.7	27.5
Farming & construction	0.6	0.6	0.6	0.5
Entered training related job	72.9			72.9

(continued)

Table A.6 (continued)

	All	Core only	Core & intensive	Training
Training credential rate (%)				
Attained credential				71.1
High school				2.0
College degree				7.7
License or certificate				51.6
Other				

NOTE: Training counts are those receiving core, intensive, and training services. All percentages include both completers and dropouts from the WIA program.